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1 November 1977

MEMORANDUM FOR: Director of Logistics

25X1 ATTENTION:

[redacted]
Acting Chief, Real Estate and Construction
Division, OL

FROM:

Robert W. Gambino
Director of Security

25X1 SUBJECT:

Collocation of CIA/DIA Facilities at
Langley [redacted]

REFERENCE:

Memo dtd 21 Oct 77 for AC/DSB/OS from
AC/RECD/OL, same subject

25X1 1. [redacted] In response to referent, a representative of the Office of Security met with representatives of DIA on 27 October 1977 to discuss security aspects of the proposal for DIA to collocate or consolidate at the Langley site. [redacted] participated in this meeting. The group addressed the proposals of collocation and consolidation separately.

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25X1 2. [redacted] The consensus regarding collocation, which was described as "moving the planned Bolling Air Force Base building to the west parking lot," is that no economic or operational advantages would accrue to either Agency. Those security impacted functions required at the Bolling site must be included in a Langley site proposal and include such items as guards, alarms, technical and physical security services, storage structures and containers at current or slightly enriched levels. Assuming there would be visitation on an unescorted basis between the DIA and CIA buildings, an agreement would have to be reached whereby CIA security clearance standards would be used, including polygraph.

25X1 3. [redacted] Consolidation was described as joint CIA/DIA occupancy of a common structure. This proposal was also determined to provide no security related economic or operational advantages to either Agency. In order to permit this type of operation, an agreement must be reached whereby CIA security clearance procedures, including polygraph, would be the standard

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and agreement further reached between both agencies on the joint use standards for storage, access, handling, and transmission of classified data. As in the collocation plan, security impacted functions required at the Bolling site must be transposed to the Langley site.

25X1 4. ☐ In conclusion, there was a general concern expressed in placing so large a portion of the U. S. Intelligence apparatus in one small geographic area.

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Robert W. Gambino.

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STATEMENT OF THE PROBLEM

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☐ This paper examines the question of collocation of the Defense Intelligence Agency (DIA) building on the Langley Central Intelligence Agency (CIA) Headquarters compound, in terms of the possibility of improved effectiveness of the training activities common to the two agencies. It also examines the effects of possible consolidation of the training activities of the two organizations.

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SUMMARY OF ADVANTAGES AND DISADVANTAGESI. ☐ COLLOCATION

A. Advantages: (This assumes that the Defense Intelligence School (DIS) and the CIA Office of Training (OTR) would remain as separate organizations and that the DCI's role regarding the Intelligence Community does not change.)

1. Interchange of guest speakers would be more easily accomplished, reducing travel and improving coordination.
2. Because of the physical nearness to CIA, DIA personnel might be encouraged to participate more in those CIA programs which are not organization specific.
3. CIA personnel might be encouraged to participate more freely in the DIS elective program.
4. Limited cross-utilization of instructor and support resources could occur.

B. Disadvantages:

1. In view of the character of the organizational intercourse in the training field, mainly CIA supporting the DIA, the location of DIS is essentially irrelevant as long as it remains in the Washington Metropolitan area.

II. ☐ CONSOLIDATION

A. Advantages: (This assumes that OTR and DIS would be merged administratively to some degree or completely and that larger numbers of DoD personnel would be able to attend CIA courses than at present. It also assumes that the consolidation would take place physically at a location other than Headquarters.)

1. Possible merging of the following support activities:
(a) student registration; (b) instructional development;
(c) audio-visual and graphic support.*
2. Possible merger of the respective administrative support staffs (personnel, security, logistics, etc.).*

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3. Possible cross-utilization of faculties in the following areas of training: information science, management, training of clericals, area studies, and some orientation programs.*

4. Higher degree of cross-fertilization between DIA and CIA of ideas, common practices and methodologies.

B. Disadvantages:

1. Security and cover of CIA operational personnel might be diminished.

2. Consolidation would require changes in the space now occupied by OTR as DIS needs larger classroom sizes than are presently available in OTR space, and the classroom space in Chamber of Commerce cannot meet current peak OTR needs.

3. If OTR and DIS were obliged to develop common courses of instruction, there would be a substantial reduction of course relevance to students of each organization.

4. Since DIS's mission is to support other Department of Defense military intelligence organizations, demands for use of CIA facilities and programs could increase dramatically beyond OTR's ability to respond.

*FOOTNOTE:

It is difficult without a detailed examination of all the issues to identify personnel positions which might be saved under consolidation. This would require an in-depth analysis of the problem. Some administrative rationalizations have actually resulted in net increases rather than savings.

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DISCUSSION25X1 I. ☐ SUMMARY OF FUNCTIONS OF THE OFFICE OF TRAINING/CIA

25X1 ☐ states that it is Agency policy to "promote the highest standards of performance by encouraging employee self-improvement and by sponsoring Agency training activities." It also states that CIA will "participate in training programs in response to the Intelligence Community needs or specialized requirements." As a result, OTR presents training courses in the following areas: employee orientation and refresher programs, clandestine operations, foreign language, management and administration, information science, communications skills, and area or country studies. In addition, other CIA organizations provide specialized training in such subjects as electronic communications (Office of Communications), clandestine operations support (Office of Technical Service), computer hardware and software (Office of Data Processing), as well as a variety of programs specifically oriented to individual CIA component needs. Extensive use is also made by the Agency of external training at government, commercial, and academic institutions.

25X1 II. ☐ SUMMARY OF FUNCTIONS OF THE DEFENSE INTELLIGENCE SCHOOL/DIA

According to its "Academic Catalog 1978" the Defense Intelligence School (DIS) is a joint professional education institution operated and controlled by the Director, Defense Intelligence Agency under the direction of the Joint Chiefs of Staff.

The mission of the DIS is to "(1) Provide educational programs in intelligence which will enhance the preparation of selected military officers and key DoD personnel for important command, staff, and policy-making positions in the national and international security structure. (2) Prepare DoD military and civilian personnel for duty in the Defense Attache System. (3) Assist in the broad career development of DoD military and civilian personnel assigned to intelligence functions." DIA also engages in some other forms of general training under the jurisdiction of its Personnel Office.

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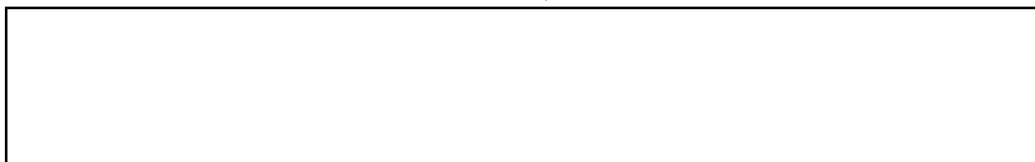
III. AREAS OF COMMONALITY BETWEEN CIA/OTR AND DIA/DIS*

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A. ☐ Information Science Training. OTR maintains an Information Science Center (ISC) for the purpose of providing training in operations research, systems analysis, probability, and statistics for the benefit of the entire Intelligence Community. Although DIA is a major customer of ISC, the DIS does offer similar, but less intensive, training to its students, tending to disperse the instruction throughout its courses. DIS tailors its practical work to military situations. DIS also conducts training in DIAOLS/COINS computer systems maintaining eight computer terminals for this purpose.

Comment: Consolidation would probably demonstrate that the total job could be accomplished more efficiently by a common staff. In view of a steadily increasing demand for such training, it is doubtful, however, that there would be any long-range savings in positions or in space.

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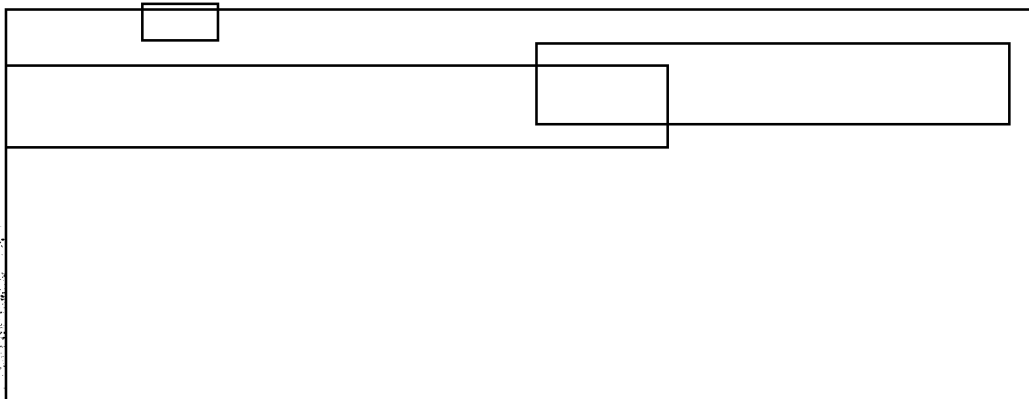


Comment: There is no apparent additional advantage to be gained by consolidation or collocation in this field.

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*Keyed to OTR functions.

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Comment: Each language school tends to make its training job-specific, emphasizing the particular vocabularies of interest, such as military or tradecraft. The major problems of collocation or consolidation would be the matter of invading already established spheres of language training responsibility [] as well as maintenance of cover by CIA operations personnel.

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D. [] Management and Administrative Training. OTR offers a variety of management, administrative, and clerical motivational courses. For the most part, these programs are oriented to management situations found in CIA and to pragmatic training in Agency administrative processes. DIS offers management training in its longer programs such as the Post-graduate Course, the National Senior Intelligence Course in both the interpersonal area as well as scientific management. The emphasis in these courses is on military management problems.

Comment: In both OTR and DIS, emphasis seems to be on organization-specific training; i.e., CIA or military. Collocation and/or consolidation would probably result in both organizations continuing to conduct most of their own management training programs with common use in a course such as the Managerial Grid. Since the courses are heavily subscribed, no savings in resources are likely to occur by consolidation.

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E. [] Area, Cross-cultural, Economics Training. OTR currently offers two courses on China, one on the Soviet Union, two which prepare personnel for overseas, and one course in economics for collectors. DIS offers similar training in its longer courses and in a number of elective courses. For the most part, CIA does not depend on these courses for its training of analysts in foreign areas or in economics. As a rule, professional personnel are hired with these backgrounds.

Comment: Collocation might result in personnel of DIA and the military services taking advantage of the CIA programs and CIA personnel taking courses in the "elective" program of DIS.

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F. ☐ Communications Skills Training. OTR offers two writing programs--one elementary and the other advanced--and one course on intelligence briefing. The subject matter of these courses is included less formally in several of the longer DIS courses. At the present time, OTR has a three-to six-month backlog for the writing courses.

Comment: Were DIA to be collocated and DoD personnel eligible to attend OTR courses, the advanced writing course and the briefing course might be of interest to DIA personnel. OTR is unable, however, to meet the heavy demand for these courses with the current instructor staff.

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G. ☐ Training of Intelligence Analysts. The philosophy of training analysts differs in CIA and in the DoD. DIS offers comprehensive beginning and senior courses up to nine months in length to prepare analysts and military personnel for intelligence production duties. For the most part, CIA analyst development is handled through on-the-job and external training or in formal component training courses. OTR does offer a four-week orientation to the "intelligence process" and is contemplating a three-week course for more senior analysts. In both courses the subject matter is organization specific.

Comment: Collocation would not change the need for separate military or CIA courses which would probably continue to operate side by side. There might be some net advantage to CIA by cutting down the travel time of CIA speakers at DIS. DIS would also have better access to CIA support for its training programs.

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H. ☐ Orientation Programs for Employees. OTR conducts orientation programs for new professionals and for new clericals. It also conducts a refresher orientation (CIA Today and Tomorrow) and special orientation programs for the Directorates of Administration and Operations. DIS conducts one orientation program for DoD intelligence personnel (Joint Intelligence Orientation Course).

Comment: While there is some overlap in these programs, the courses tend to meet the specific needs of the organizations concerned--CIA or DoD. Collocation offers no apparent advantage.

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I. ☐ Broadening Programs. OTR offers courses at the mid-career level (Midcareer Course and Advanced Intelligence Seminar) and at the senior level (CIA Senior Seminar) designed to broaden the perspectives of the attendees and to provide opportunities for exposure to the problems and senior personnel of CIA and other organizations. In some respects, the DIS does this in its Post-graduate Intelligence Course and in the National Senior Intelligence Course. For the most part, the training programs are tailored to meet the needs respectively of CIA or DoD.

Comment: CIA has not accepted non-CIA personnel in the three courses mentioned above for security reasons and because of the substantive focus of the courses. For the most part, CIA has not made much use of the above mentioned DIS courses because we have similar, but more relevant, internal programs. DoD personnel might well feel the same about the CIA courses. The CIA Senior Seminar would need substantial revision to accommodate the needs of DoD personnel. Collocation does not appear to offer any apparent advantages to CIA for this class of courses.

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J. ☐ Security and Cover. The "need-to-know" principle impacts on the content of training courses. While this is not germane to all courses, it would affect the shape of operations training and the "broadening" courses. CIA personnel under cover who attend CIA courses are known to all the course participants as CIA employees. Opening enrollment in CIA courses to DoD personnel could either result in covered personnel not attending the courses or an undesirable exposure of the CIA-covered person by a classmate at a later time. On the positive side, covered personnel would have an opportunity to mingle with personnel from other agencies, thus broadening their knowledge.

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IV. ☐ ORGANIZATION SPECIFIC TRAINING

The typical pattern of course emphasis in both OTR and DIS is to offer courses which have high relevance to the student's organization. Thus, in DIS courses the emphasis is on describing

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the military approach to a particular program; that is, a military intelligence management course stresses the ways in which the military manage their work. By the same token, OTR tends to create courses which are most relevant to the needs of personnel served--CIA employees. To introduce common audiences in many of the courses might diminish relevance of the courses. This is particularly true for management training, operations training, orientation programs, and refresher training. There would be a need to modify subject matter to include subjects of interest to both organizations. In a changeover phase, there would be need for a substantial amount of revision of extant training materials. Common attendance by the military and CIA in courses of both organizations in the subject areas mentioned above would probably result in more generalized but probably less useful training.

25X1 V. ☐ CHARTERED TRAINING ACTIVITIES

As stated earlier, DIS operates as a chartered institution under the Joint Chiefs of Staff. Any change in this relationship would require decisions at the highest level of the Department of Defense. FSI, under the Foreign Service Act, is the institution which provides training in foreign affairs and related fields for the U.S. Government. As a result, FSI offers a wide variety of training programs designed for the Foreign Service and for other foreign affairs agencies. The interpretation of the Foreign Service Act includes foreign language training, and DIA civilian personnel as well as some military personnel attend FSI's foreign language classes. The Defense Language Institute is the official language training organization in the Department of Defense for all military personnel. Even though some military personnel are trained by the Foreign Service Institute, the majority are trained by DLI at Monterey, California. Historically, the predominant student population in the DLI programs have come from military intelligence and security services.

25X1 VI. ☐ COLLOCATION OF ORGANIZATIONS AT LANGLEY

Most of the training activities of OTR are given at locations away from the CIA Headquarters building; specifically, in the Chamber of Commerce Building in Arlington, Virginia, ☐ The DIA plan is to

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integrate the DIS into its new headquarters building using approximately 50,000 square feet compared to the present space in Anacostia of 108,000 square feet. In the event of collocation and possible use by DoD personnel of certain CIA training courses, DoD personnel would be required to travel to the Chamber of Commerce Building for most courses. If CIA personnel were to take advantage of DIS courses, Headquarters personnel would be nearby; but those at other locations would need to travel to the Headquarters area. Therefore, collocation's only advantage would be to make it possible for CIA Headquarters personnel to easily attend DIS courses. At the present time, little use is made of DIS courses by CIA personnel.

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VII. EFFECTS OF CONSOLIDATION OF DIS AND CIA TRAINING

Consolidation of the training activities of the two organizations would probably have to take place at a site other than the Headquarters area or the Chamber of Commerce Building. A facility similar to, but larger than, the Chamber of Commerce Building, which could accommodate the increased DIS-OTR student load and staff, would be required. Consolidation might make it possible to use combined support staffs for student registration, audio-visual facilities, learning laboratories, and libraries. A combined support staff charged with security, logistics, personnel, and finance matters is also possible. Consolidation would probably result in some increased efficiency in the use of classroom space; however, not substantially since classrooms are currently well utilized. OTR does not have classrooms available which would accommodate some of the more heavily enrolled DIS courses. Under consolidation, it might be possible to make better use of instructional personnel; for example, in the information science and orientation to intelligence training and to a lesser extent in the training of managers.